

Strategy Research Project

Professionalizing Government Strategists

by

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United States Army War College
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USAWC STRATEGY RESEARCH PROJECT

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Abstract

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Formal development and systemic hiring of government civilian professional strategists currently does not exist in the federal government thus undermining the accomplishment of national policy goals. Misuse of the term strategy creates challenges, problems and confusion. The Office of Personal Management (OPM) has not developed an OPM occupational series for strategists even though federal law requires all agencies to develop and submit strategies for approval. Developmental opportunities exist for strategists and expansion of these developmental opportunities can readily take place to meet the needs of the federal government. This paper declares a definition of the term strategy, explores the problems of not having an OPM occupational series for strategists, clarifies legal requirements for agency strategies, identifies ongoing efforts to address the problems, presents policy options, and makes recommendations to resolve this problem.

Professionalizing Government Strategists

Good strategy demands much of the ... professional whether he is formulating, articulating, evaluating, or executing strategy. Few do it well.

—Harry R. Yarger¹

Formal development and systemic hiring of government civilian professional strategists currently does not exist in the federal government thus undermining the accomplishment of national policy goals. Misuse of the term strategy creates challenges, problems and confusion.² The Office of Personal Management (OPM) has not developed an OPM occupational series for strategists even though federal law requires all agencies to develop and submit strategies for approval.³ Developmental opportunities exist for strategists and expansion of these development opportunities can readily take place to meet the needs of the federal government.⁴ This paper establishes a definition of the term strategy, explores the problems of not having an OPM occupational series for strategists, clarifies legal requirements for agency strategies, identifies ongoing efforts to address the problems, presents policy options and makes recommendations to resolve this problem.

Understanding why government strategists need professional development and a system of personnel management requires an understanding of strategy. A common definition of strategy is necessary for knowing what activities of strategists. People misuse the word strategy to express their thoughts about many things.⁵ Strategy terminology uses range from strategies of how one country intends to pursue its national security interests to misuses of expressions about what an individual will do in the next few minutes.⁶ A viable strategy definition will assist in resolving the challenges, problems and confusion.

The existing OPM occupational series numbers do not include one for strategists.⁷ OPM's occupational series system is the defining system of the knowledge, skills and abilities necessary for every civil service job in the federal government.⁸ Lack of an OPM occupational series system defining strategists creates many challenges to formal development and systemic hiring of government civilian professional strategists.

Current federal law requires all agencies to develop and submit strategies to the Congress and the Office of Management and Budget (OMB).⁹ The strategies in the law are highly complex requiring a mastery level of skill by the strategists creating them if they are to be successful strategies. Professional strategists are necessary for improving the effectiveness and efficiency of the federal government, Department of Defense, and the Department of the Army.¹⁰

Accredited strategy masters' degree awarding college programs already exist.¹¹ Development training programs exist for strategists that can be models for expansion for training strategists.¹² Extensive strategy theory exists in the military and civilian communities. The existing strategy education systems can be the basis of rapid expansion in development of civilian federal government strategists.¹³

Delaying the professionalization of government strategists will delay the creation of higher-quality strategies. Continuing the current status of amateur strategists is a decision to fail to accomplish policies of the national leadership. The American people deserve well thought out professional strategies in exchange for the treasure they entrust to the government.

Defining Strategy

Socrates is given credit for clarifying how wisdom comes from knowing the meaning of the terms we use.¹⁴ Different strategy definitions exist in the commercial

sector, non-profit organizations, and government agencies.¹⁵ There are many military definitions of strategy.¹⁶ A viable definition of strategy can emerge from the many similar key elements that are the same in these different strategy definitions.

Military Definitions of Strategy

Official Department of Defense (DoD) definitions of military terminologies are in the “*Department of Defense Dictionary of Military and Associated Terms*.”¹⁷ According to DoD, strategy is “a prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives.”¹⁸ There are also several significant DoD definitions showing that strategy definitions can vary and have refinements for communicating different levels of strategy. DoD defines that DoD “grand strategy” is the *National Security Strategy*.¹⁹ DoD defines that the *National Security Strategy* is the “developing, applying, and coordinating the instruments of national power to achieve objectives that contribute to national security.”²⁰ The next level down is *National Defense Strategy* (NDS) which is the document that defines how the DoD, with the other instruments of national power, works to achieve *National Security Strategy* objectives.²¹ Below the NDS is the *National Military Strategy* which DoD defines as “distributing and applying military power to attain *National Security Strategy* and *National Defense Strategy* objectives.”²² Common to all of these definitions are several elements. All of these DoD definitions of strategy express the expectations of what results will come to exist as outcomes of executing the strategy. The strategy outcomes are commonly stated as an ends or as objectives. In these DoD definitions applying national power is the means most common to pursue the ends or the objectives. Risk is part of these DoD definitions by including that the means are a “prudent idea or set of ideas.”²³ These definitions have a nation state and military

cultural tone to them. This military tone makes them unattractive to other elements in the government who are not part of the national security community such as the Environmental Protection Agency or Department of Education.

The U.S. Army War College defines strategy using Arthur F. Lykke Jr.'s model of ends, ways and means while accounting for risk.²⁴ Lykke's work includes definitions of each of the key elements. Ends or objectives explain what the organization is to accomplish.²⁵ Ways are the concepts that explain how the organization will accomplish the ends.²⁶ Means or resources describe the assets that will allow the organization to accomplish the ways or the how.²⁷ Risk is "defined as the possibility of loss or damage, or of not achieving an objective."²⁸

Commercial Sector Definitions of Strategy

There are many views on what is an acceptable definition of strategy and overall the "body of knowledge is fragmented and lacks coherence."²⁹ MITRE defines strategic planning as providing direction, focusing on goals, identifying interdependencies with stakeholders, guiding investment decisions and preparing agencies to adapt quickly.³⁰ As MITRE is a Federally Funded Research and Development Center their definition has a bias towards working with agencies in the federal government.³¹ There are four organizations (Association for Strategic Planning, Strategic Planning Society, Strategic Management Society, and Canadian Business Strategy Association) that focus on the art and science of strategy, but offer no definition of strategy.³² A for profit company example of following commercially taught strategic planning is the Sundt Corporation.³³ Sundt Corporation defines strategy as having a goal (ends), ways and means.³⁴ Sundt also identifies that a corporate strategic plan requires alignment by major business units having a supporting tactical plan and individuals have their role clearly in mind.³⁵ The

Business Dictionary defines organizational strategy as “An expression of how an organization needs to evolve over time to meet its objectives along with a detailed assessment of what needs to be done.”³⁶ Most of these commercial sector definitions express the ends, ways, and means model while accounting for risk. Some of the commercial sector strategy definitions do not clearly express one of the elements from the ends, ways, and means model. Generally the commercial sector strategy definitions do contain the same elements as the definitions of strategy found in other sectors.

Non-profit Communities Definitions of Strategy

Michael Allison and Jude Kaye define non-profit strategy as being an intentional effort about goals and methods to help an organization focus its vision and priorities in response to a changing environment.³⁷ Allison and Kaye explain that strategic planning guides the acquisition and allocation of resources to achieve priorities.³⁸ Intentional effort about methods is establishing ways. Achieving goals and focus on vision is the same as ends. Acquiring and allocating resources is the same as means. Responsive to a changing environment helps mitigate risk. The Allison and Kaye definition for the non-profits sector includes the same key elements as the definitions of strategy found in other sectors while using slightly different words.

Non-Military Offices of the Federal Government Definitions of Strategy

The Environmental Protection Agency (EPA) defines strategy as having strategic goals, which is their term of defining ends.³⁹ Communication of ways is done as “Cross-Cutting Fundamental Strategies.”⁴⁰ Annual action plans are how they identify means.⁴¹ A strategic measurement framework is how they mitigate risk.⁴² Although using slightly different terms the construct of the Department of Veterans Affairs (VA) and Department of Education strategies are both similar constructs to the EPA strategy.⁴³ The EPA, VA,

and Department of Education strategies also comply with the law for agencies to provide strategies to the Congress.⁴⁴ The non-military offices of the federal government strategy definitions do contain the same elements as the definitions of strategy found in other sectors.

Legal Definition of Strategy

U.S. law states what elements must be part of an agency strategy without providing a definition of strategy.⁴⁵ The required elements of agency strategic plans are: mission statement, goals and objectives, how the agency will achieve goals to include working with other agencies and supporting federal priority goals, identification of factors beyond agency control that could affect achievement of goals, program evaluations to include revising of goals, and cover not less than four years.⁴⁶ This legal definition also contains the same elements as the definitions of strategy found in other sectors, limits discussion of risk to factors beyond agency control, and adds program evaluations.

Universal Definition of Strategy

Harry R. Yarger argues in his book *Strategy and the National Security Professional* that a theory of strategy should exist but that a definition of strategy does not exist.⁴⁷ Yarger explains his theory of strategy. In explaining his theory of strategy he states that: "In simplistic terms, strategy at all levels is defined as the calculation of objectives, concepts and resources within acceptable bounds of risk to create more favorable outcomes than might otherwise exist by chance or at the hands of others."⁴⁸ Yarger's definition contains the same elements as the definitions of strategy found in other sectors and similar to the legal definition adds a measurement standard of a more favorable outcome.

Creating an OPM Occupational Series for Strategists

The absence of an OPM occupational series for strategists means layman are writing strategies. “The layman unacquainted with the prevailing ideas of strategy will, when confronted with a strategic problem, frequently venture unwise proposals.”⁴⁹

National counternarcotics strategy continues to strive for success after over forty years.⁵⁰ Given the current levels of violence and death along the U.S. Mexican border and continued youth drug problems in the United States it is doubtful that many would argue that this has been a successful strategy.⁵¹ Writing successful strategies requires professional strategists. Hiring, training and developing professional strategists consistently on an institutional basis will require OPM’s occupational series system to have a series for strategists.

Office of Personnel Management Occupational Series

On behalf of the entire federal government, the OPM classifies all workers into OPM occupational series that define the profession or trade that they are accomplishing as an employee.⁵² This OPM occupational series system defines the specific skills, knowledge, and expertise that an individual requires possession of for hiring qualifications in a federal job.⁵³ There is no OPM occupational series for the job of strategist.⁵⁴ The authority to create an OPM occupational series for the strategy jobs rests solely with the Office of Personnel Management. The legal requirement has been in existence for over nineteen years that requires all federal agencies to produce and provide a strategy to Congress.⁵⁵ Yet OPM creation of an OPM occupational series for the strategists who are necessary to produce the agency strategies for legal compliance has not taken place.⁵⁶ The argument in defense of OPM is that they respond to requests of the agencies. If multiple agencies were to make a request for a professional

strategist's OPM occupational series then most assuredly OPM would quickly establish one.

Department of Defense

Management of civilian strategists within the Department of Defense is consistent with the OPM policies. Only the Army has specific programs that address development of civilian strategists and Army officers.⁵⁷

Over the last year, the Department of the Army has been implementing a program to place all civilians based on their OPM occupational series into one of the 31 Army career fields. The Army's 31 career fields create the enabling system to provide more comprehensive leadership, development, and management of the Army's civilian workforce.⁵⁸ The Army career fields are a unique to the Army and do not have any use or application outside the Army for professionalizing strategists.

The Army career fields are Army administrative groupings of the 661 OPM occupational series numbers in to 31 different Army career fields.⁵⁹ OPM uses four-digit codes in the OPM occupational series system to represent all of the different types of workers in the federal government. The Army uses two-digit codes for the Army career fields and assigns all of the 661 OPM occupational series numbers to one of the 31 different Army career fields. The OPM occupational series numbers have extensive publications defining the details of the work that will be done by an individual hired to federal position with that OPM occupational series number. The OPM occupational series numbers also establish the different skill levels within a specific OPM occupational series based on the grade of the OPM occupational series. For example, an entry level grade would not include supervisor responsibilities and a senior level grade may include supervisor duties. The OPM occupational series numbers can define

certification or education requirements but do not provide career development guidelines. The Army career fields provide career development guidelines.

Foreign affairs and strategy is Army career field 60. The career development, education, training requirements, leadership development, and career ladders for all Army civilians are in the Army Civilian Training Education and Development System (ACTEDS).⁶⁰ The requirements, supporting material and information for development of strategists in Army career field 60 are currently under development.⁶¹ Many of the individuals doing strategy work are in the OPM occupational series system 0301 which is Miscellaneous Administration and Program.⁶² Army strategists with in OPM occupational series 0301 are currently misaligned to Army career field 51, General Administration and Support.⁶³ Creation of Army career field 60 does show significant promise. Completion of the ACTEDS information for Army career field sixty will provide guidance similar to existing guidance for the other Army career fields.

The Army has Functional Area 59 (FA59) Strategist for commissioned Army officers. Currently, this program takes some senior Army captains and places them in FA59. Strong positive reinforcement of FA59 is present in the December 2012 selection list for Brigadier General's that includes a FA59 officer.⁶⁴ Developing and utilizing FA59 officers in the Army is extensively planned and detailed in Army personnel guidance that could serve as a model for developing civilian strategists.⁶⁵

Current Army guidance establishes the seventh year of an officer's military service as the point for them to become FA59s.⁶⁶ All FA59s have the development opportunity to receive some form of fully-funded graduate degree.⁶⁷ The U.S. Army War College provides the six month distance education program Defense Strategy Course

that all FA59s must complete.⁶⁸ All officers complete Intermediate Level Education. The FA59s who attend the in-residence ten month Advanced Operations and Warfighting Course take strategy electives.⁶⁹ All FA59s attend the 14 week Basic Strategic Arts Program “conducted at the graduate level by designated faculty members of the U.S. Army War College.”⁷⁰ FA59s may also attend other developmental opportunities including the Harvard Strategist program and University of Foreign Military and Cultural Studies Red Team University.⁷¹ Self development and competition for Army educational opportunities are recommendations for all FA59s.⁷² Only FA59s colonels with certain experience and education will be eligible for select national level and policy positions.⁷³

Legal Requirements to Create Strategies

Current federal law is found in two separate congressional acts. The first congressional action requiring strategies took place in 1993 and the second in 2010.⁷⁴ Compliance with these laws requires a full complement of professional strategists for improving the effectiveness and efficiency of the federal government, Department of Defense, and the Department of the Army.⁷⁵

GPRA (Government Performance Results Act of 1993) Modernization Act of 2010 (GPRAMA)⁷⁶

The GPRAMA law requires Agency Strategic Plans as an annual requirement for production and delivery to Congress and the OMB. Originally, the nineteen year old requirement for all agencies to produce a strategic plan did not have the accountability measures found in the modernization act of 2010.⁷⁷ Specific details in the law require the agency strategic plans to fully incorporate ways, means and reporting metrics on progress being made.⁷⁸ Timing requirements in the law directly align providing the strategy with the presidential budget planning cycle.⁷⁹ DoD has supporting strategic

plans that start with the President and go down to theater strategies.⁸⁰ Each federal agency must determine if they need to create supporting strategic plans from their major business units similar to the DoD construct.⁸¹ Strategic plans with cascading levels from national agency level to field organizations require a sophisticated level of fit and alignment between the strategic plans. Sophisticated strategic plans will require professional strategic planners.

Development of Strategists

Learning objectives for a federal civilian strategist OPM occupational series must be inclusive of all federal agencies interests. Federal civilian strategists cannot have as core content the military view of what strategy is or how it should be taught. The accredited strategy masters' degree awarding colleges in the military do have significant content that is not unique to the military environment.⁸² Military and commercial development training programs exist for strategists.⁸³ The existing strategy education systems can be the basis of rapid expansion for development of civilian federal government strategists.⁸⁴

State of Knowledge in the Strategy Profession

Overwhelmingly, the civilians working in the federal government who are engaging in creation of the strategies have been self-taught. They have done this through self-study, attending commercially available seminars or taking a few available courses.⁸⁵ Capabilities or credentials of potential strategists are not currently in any employment system at the institutional level because there is no OPM occupational series for strategists. Senior leadership lacks the support from the OPM occupational series system to deliberately recruit, identify and employ professional strategists. Obtaining skilled individual professional strategists through the federal hiring systems is

not possible.⁸⁶ Many agencies and offices, to include major commands in the Army, contract for professional strategist services based on the inability to provide the expertise in-house.⁸⁷ Federal law explicitly states that developing agency strategic plans is a government function that is only to be done by federal employees.⁸⁸

Role of Existing Educational Bodies

Within the education system for senior field grade officers in the uniformed services the senior service colleges are currently providing education to enhance capabilities for those officers to work as key advisers to senior strategic leaders.⁸⁹ None of the other federal agencies have an equivalent to the uniformed services senior service colleges. The military has eight senior service colleges.⁹⁰ Curriculum content and courses at the senior service colleges have an abundance of material for teaching strategy.⁹¹

The Chairman of the Joint Chiefs of Staff (CJCS) defines objectives and policies regarding the educational institutions that comprise the officer Professional Military Education (PME) and Joint Professional Military Education (JPME) systems in the form of the document *Officer Professional Military Education Policy* (OPMEP).⁹² OPMEP specifies content for inclusion in the military services PME and JPME programs. CJCS content specifics from OPMEP dictates, to some extent, the course content and offerings at the senior service colleges. Compliance with the OPMEP standards is important to the services so their officers can obtain JPME certifications. JPME certifications are requirements in law for officer selection to the ranks of general and admiral.

Approximately 330 civilians in the federal government complete training each year through the eight senior service colleges.⁹³ The senior service college programs

generally include studies to understand the complications and complexities of the national security strategy environment.⁹⁴

The Civilian Education System teaches most of their courses through the Army Management College at Fort Belvoir, Virginia, and is the principal school house for Army civilians.⁹⁵ Training and development requirements for all Army civilian career fields are listed in the ACTEDS catalog.⁹⁶ Currently, no information, courses or development programs exist for strategists and the Army career field 60 section of ACTEDS is “under development.”⁹⁷

The Office of Personnel Management does have three management development facilities (Eastern Management Development Center in Shepherdstown, West Virginia; the Western Management Development Center in Aurora, Colorado and the Federal Executive Institute in Charlottesville, Virginia).⁹⁸ These facilities provide a comprehensive program of leadership developmental instruction. The program of instruction includes a number of courses that address strategy topics generally as they relate to specific issues such as human capital strategy. However, in-depth instruction on national policy, strategy development and supporting theory is not a major core course in any of these programs.⁹⁹

Criticality of Professionalizing the Strategy Field in Army, DoD and the United States Government

Strategists must be in a professional field for it to be reasonably possible to recruit, train and develop professional strategists across the federal work place. Creating an OPM occupational series with similar actions in the uniformed services is necessary. Career advancement of individuals in the federal work space is a function of the OPM occupational series system.¹⁰⁰ As such absent an OPM occupational series

(which creates the validity of strategists in the federal work space, defines the skills for hiring strategists and creates the tools so they can be developed) professional strategists exist by chance in the federal work place. The pattern of the U.S. military operating in coalitions and working in allied environments will continue, which creates more complicated strategic environments requiring more highly skilled professional strategists.¹⁰¹

Policy Options

Army Policy Options

Department of the Army Civilians have the new Army career field 60, foreign affairs and strategy, providing the new organizational umbrella that needs to be fully developed and refined. The Army career field 60 program managers should publish policy for the strategist Army career field. Lack of an OPM occupational series complicates promotion progression.¹⁰² Part of Army policy must include advocating the creation of an OPM occupational series for strategists. At the Major Army Command and Army Component Command level many of the strategists are civilians and it is important that these individuals be professional strategists who are properly trained and developed.¹⁰³ Payroll budgeting for civilians includes a percentage for award, office overhead and training. Although these amounts vary by organization awards are currently frozen at 1% of salary by presidential guidance and most organizations allocate 1.5% for training and office overhead per civilian. Additionally, Army career field managers are provided limited funds for development of individuals in Army career fields. Hence, means are available to provide training for professional civilian strategists. An institutional resistance to creating an additional OPM occupational series by the Office of Personnel Management is hindering progress.

Currently, strategists at the enterprise level are mainly in either the 0301 Miscellaneous Administration and Program or the 0343 Management and Program Analysis OPM occupational series. A policy option is for the Army to designate which existing OPM occupational series for use by all Army strategists. Decisions also need to be made about which is the correct OPM occupational series for strategists in other functional areas.

Should the human capital strategy expert be a human capital expert with strategy training or a strategist working in the human capital functional area? Should their OPM occupational series be based on the functional area such as human capital, corporate information, and logistics or based in a strategy OPM occupational series? Strong cases can be made for either option. Is the goal of the organization most likely to be accomplished by the strategist who understands human capital or the human capital expert who understands strategy? Good strategists can understand the policy and the ends for a functional area such as engineering or human capital.¹⁰⁴ Those civilians working as strategists in a functional area (human capital, corporate information, logistics, etc.) would need to be reclassified from their existing OPM occupational series to a strategy OPM occupational series under this policy option. The OPM occupational series managers to which the individuals currently belong would fight these re-designations as unacceptable losses to their fields of expertise. The individuals are already doing work as strategists, the re-designation just provides accurate accountability of what functions are being performed and allows for proper training and development of the individuals.

Army career field 60 managers could publish content in ACTEDS establishing the Army career field 60 developmental and education guidance. The Army career field 60 manager could establish minimum qualifications for strategy positions by grade and organizational level, to include criteria for all hiring actions, as interim elements of guidance.¹⁰⁵ All Army leaders will then be empowered to hire strategists with proper qualifications. Clear standards for strategists do not currently exist. Strategy work at the Army enterprise level (Headquarters Department of the Army, major or component command) requires a minimum set of qualifications in the strategy field for the individual to be a successful strategist. Standards for strategists currently change more based on which headquarters independently authors the standards. Strategist skill sets at the Major Army Commands should be reasonably consistent. ATEDS publication of Career field 60 standards will resolve this problem.

Requiring strategists to have recognized credentials should be a serious consideration as part of the policy decision. Credentialing options in the federal work place and civilian communities abound and have largely become a norm when a skilled level of expertise is necessary for a profession. The Association for Strategic Planning currently administers a certification program.¹⁰⁶ The Association for Strategic Planning provides three levels of certification and this aligns with OPM classification methods.¹⁰⁷ Revision of the Association for Strategic Planning's body of knowledge is underway to address some disconnects with federal elements in strategy work.¹⁰⁸ The Association for Strategic Planning certification program can be used unless the changes to their body of knowledge are insufficient for addressing federal strategy work.

An Army proposal to DoD for creation of an OPM occupational series for strategists starts the necessary change to the institutional fabric that can professionalize government strategists. This is the official procedure to make this type of change.¹⁰⁹ Establishing a job series for strategists as an Army action places the Army in the role of providing leadership for the government in the area of strategy expertise. This enhances the prestige of the Army.

DoD Policy Options

DoD could chose to pursue several options for professionalizing strategists. DoD options include; establishing a Career Field 60 across DoD; tasking the other services to identify their requirements for strategists; strongly endorsing the Army action; including other DoD strategist requirements with the Army submission; passively allowing the Army action to proceed to the Office of Personnel Management. Thus DoD can invest in professionalizing strategists to create the new level of strategy expertise that will be able to create new levels of strategy that will meet taxpayer demands. The simplest, fastest, most economical action for DoD to take is a strong endorsement of the Army action. While the OPM is creating the OPM occupational series, DoD, other defense agencies, and the services can identify which positions they will reclassify. Realistically, DoD will task the services and other DoD agencies to provide their assessment of the proposal to create the OPM occupational series and based on that input a DoD decision will be made.

Whole of Government

Professionalizing strategists for the whole of government is a requirement for creation of strategies that will comply with the law.¹¹⁰ With few exceptions, the rest of the federal government uses the OPM occupational series system. Including a requirement

for certification makes sense on many levels. Currently, the government requires those who account for the money and those who contract for the spending of the money to be certified that they have the expertise to do so without making errors or violating the law. There is also an OPM occupational series for both the financial and contracting areas. At the same time, there are no OPM requirements of any type for those who create the strategy for how the money will be spent. Does it matter if public civil servants account for all the money and contract it all in the proper manner if it is spent on fools strategy and therefore wasted? The law requires all agencies to provide a strategy, yet we remain with the dichotomy created by there being no OPM occupational series for strategists. Hence we have either strategy from self-taught, self-proclaimed strategists or by amateurs.

Recommendations

Define Strategy

A common U.S. Federal government definition of the term strategy should be established to create a common understanding of strategy. Define strategy as: At all levels, the calculation of objectives, concepts (ways), and resources (means) within acceptable bounds of *risk* to create more favorable outcomes (ends) than might otherwise occur by chance or at the hands of others.¹¹¹ Existing military and civilian definitions of strategy then become clarifying definitions for those specific applications of strategy.

Creation of Occupational Series for Strategists

The Army career field 60 manager should submit a request to the Office of Personnel Management for the creation an OPM occupational series for strategists. By

doing so, the Army would take a leadership role by initiating the action for the creation an OPM occupational series for strategists.

Army Career Field 60

The Army career field 60 manager must publish Army career field 60 guidelines for development of Army civilian strategist's in the ACTEDS catalog. The Army career field 60 manager should include guidelines for hiring Army professional strategists in the ACTEDS catalog.

Training of Civilian Strategists

OPM should start expansion of federal civilian strategist education by creating strategy programs in existing OPM regional development centers. The Army career field 60 manager and OPM should assess commercially available strategy development training programs to determine those that can be useful in training federal civilian strategists. The Army career field 60 manager and OPM must develop new civilian strategist education programs using existing military strategy education programs as models.

Improve Federal Agency Compliance With Law

OPM should enhance federal agency compliance with the GPRAMA law by including compliance instruction in the development of programs for the federal strategist OPM occupational series.¹¹² All federal agencies should identify existing agency billets where individuals are doing strategy work for reclassification to the new strategist OPM occupational series.

Establish Strategist Certification Standards

OPM should establish strategist certification standards as part of documentation for the OPM occupational series for strategists. OPM should either create a federal

certification standard and method or use an existing certification program. OPM should use the Association for Strategic Planning certification program if the changes to their body of knowledge are sufficient for addressing federal strategy work.

Conclusions

There is a national crisis in the inability of the federal government to deliver ends within the means available; better strategies can help to fix this. Professional strategists are essential to creating better strategies. Failure to professionalize government strategists means failure to provide the best possible strategies for accomplishing the ends. Professionalizing government strategists will produce better agency strategies. Having experts doing strategy requires changing from the current argument that we can do business as usual without an OPM occupational series for strategists.¹¹³ Not changing from the current amateur system of government strategists gets American nothing except a fool's strategy.

Endnotes

¹ Harry R. Yarger, U.S. Army War College, *The Letort Papers, Strategic Theory for the 21st Century: The Little Book on Big Strategy*, (Carlisle, PA: U.S. Army War College, February, 2006), ix.

² Gregory D. Foster, "A Conceptual Foundation for a Theory of Strategy," *The Washington Quarterly* 13, no. 1 (Winter 1990): 43; Harry R. Yarger, *Strategy and the National Security Professional* (Westport, CN: Praeger Security International, 2008), vii.

³ *The U.S. Office of Personnel Management Federal Classification and Job Grading Systems website, Handbook of Occupational Groups and Families* (May 2009), <http://www.opm.gov/fedclass/gshbkocc.pdf> (accessed December 9, 2012); *Public Law 111–352—JAN. 4, 2011, GPRA Modernization Act of 2010*, <http://www.gpo.gov/fdsys/pkg/PLAW-111publ352/pdf/PLAW-111publ352.pdf> (accessed January 29, 2013).

⁴ *The U.S. Office of Personnel Management leadership training and development website*, <https://www.leadership.opm.gov/certificates/LEAD/index.aspx> (accessed December 9, 2012); U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, DA Pam 600-3 (Washington, DC: U.S. Department of the Army, February 1, 2010), 263-269; Harry R. Yarger, *Educating for Strategic Thinking in the SOF Community: Considerations and a Proposal*, JSOU Report 07-2 (Hurlburt Field, FL: Joint Special Operations

University, 2007), 18-24. Mr. Yarger in his content note 10 acknowledges that all the military services need to make these improvements. Mr. Yarger also identifies several sources for creating the courses and identifies three levels of strategist and what skills they need.

⁵ J. Boone Bartholomees, Jr., ed., *U.S. Army War College Guide to National Security Issues, Volume I: Theory of War and Strategy*, (Carlisle, PA: U.S. Army War College, June, 2012), 45.

⁶ Yarger, *Strategy and the National Security Professional, Strategic Thinking and Strategy Formulation in the 21st Century*, vii.

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⁸ *The U.S. Office of Personnel Management Federal Classification and Job Grading Systems website, Handbook of Occupational Groups and Families (May 2009)*, <http://www.opm.gov/fedclass/gshbkocc.pdf> (accessed December 9, 2012).

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¹⁰ Yarger, *Educating for Strategic Thinking in the SOF Community: Considerations and a Proposal*, 28.

¹¹ *Air War College AWC Student Demographics Class of 2013*, <http://www.au.af.mil/au/awc/students.htm> (accessed December 15, 2012); *U.S. Naval War College Fast facts website*, <http://www.usnwc.edu/About/Fast-Facts.aspx> (accessed December 15, 2012); *Annual Report 2011, National Defense University (Fort Lesley J. McNair Washington, DC, undated)* http://www.ndu.edu/Institutional%20Research/Annual%20Report%202011_Web%20version.pdf (accessed January 29, 2013); 28-29, 37, 39, 46, 48, 70, 72. *U.S. Army War College Current Resident 2013 Demographics*, https://cbportal.carlisle.army.mil/Documents/2013_current_demographics.pdf (accessed January 29, 2013).

¹² U.S. Department of the Army, *Commissioned Officer Professional Development and Career Management*, 263-269.

¹³ Yarger, *Educating for Strategic Thinking in the SOF Community: Considerations and a Proposal*, 26. Mr. Yarger in his content note 10 acknowledges that all the military services need to make these improvements. Therefore his solutions have wider applications if one desires.

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Volume I: Theory of War and Strategy, 49; Arthur F. Lykke, Jr., ed., *Military Strategy: Theory and Application*, (Carlisle, PA: U.S. Army War College, June 6, 1989), 3-8; Ian McDonald Wood and Paul Barnett, "Strategy Must Evolve into a Profession, with Greater Engagement between Business and Academia," *Strategy* 28, March 2012, 9; Bob Reilly, "Introduction to Enterprise Business Strategy (TSE518-03)," briefing slides course handout, McLean, VA, The MITRE Institute, March 23-24, 2010.

¹⁶ U.S. Joint Chiefs of Staff, *Department of Defense Dictionary of Military and Associated Terms*; Bartholomees, *U.S. Army War College Guide to National Security Issues, Volume I: Theory of War and Strategy*; Lykke, *Military Strategy: Theory and Application*.

¹⁷ U.S. Joint Chiefs of Staff, *Department of Defense Dictionary of Military and Associated Terms*, i.

¹⁸ *Ibid.*, 281.

¹⁹ *Ibid.*, 125.

²⁰ *Ibid.*, 204.

²¹ *Ibid.*, 202.

²² *Ibid.*, 203.

²³ Bartholomees, *U.S. Army War College Guide to National Security Issues, Volume I: Theory of War and Strategy*; Lykke, *Military Strategy: Theory and Application*.

²⁴ *Ibid.*

²⁵ *Ibid.*

²⁶ *Ibid.*

²⁷ *Ibid.*

²⁸ Bartholomees, *U.S. Army War College Guide to National Security Issues, Volume I: Theory of War and Strategy*; Lykke, *Military Strategy: Theory and Application*, 5.

²⁹ Wood and Barnett, "Strategy Must Evolve into a Profession, with Greater Engagement between Business and Academia."

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³⁹ Lisa P. Jackson, *FY 2011-2015, EPA Strategic Plan, Achieving Our Vision* (Washington, DC: U.S. Environmental Protection Agency, September 30, 2010), 6.

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⁴¹ Ibid.

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⁴³ Eric K. Shinseki, *Strategic Plan Refresh, FY 2011-2015* (Washington, DC: Department of Veterans Affairs, December 21, 2010); Arne Duncan, *Strategic Plan: Fiscal Years 2011–2014*, (Washington, DC: U.S. Department of Education, May 2012).

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⁵⁴ Ibid.

⁵⁵ Clinton T. Brass, *Changes to the Government Performance and Results Act (GPRA): Overview of the New Framework of Products and Processes* (Washington, DC: U.S. Library of Congress, Congressional Research Service, February 29, 2012), 1.

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⁶⁷ Ibid.

⁶⁸ Ibid.

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⁷⁰ Ibid.

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⁸⁵ In June of 2011 and May of 2012 the U.S. Army Corps of Engineers contracted with the Haines Institute and LBL Strategies, Ltd. to teach strategy seminars for the civilian employees working in the strategy field in the U.S. Army Corps of Engineers. Author personally approved the funding and statement of work for these contracts.

⁸⁶ The Office of Personnel Management occupational series system defines knowledge, skills and abilities for being qualified for employment in civil service jobs. As there is no OPM occupational series for strategists there is no system for identifying the capabilities or credentials of potential strategist as this skill set is not present in the OPM occupational series system.

⁸⁷ From 2008-2010 U.S. Army Corps of Engineers contracted with Decision Systems Incorporated to assist in creating the Military Programs Strategic Plan. In authors last assignment as the Chief of Strategy and Plans at the Corps of Engineers he was responsible for the completion of this contract. While there author attended the Systems Operational Design course U.S. Special Operations Command contracts for to be taught to their staff by Dr. Brigadier General (retired) Shimon Naveh from the Israeli Defense Force and U.S. Army Colonel (retired) Jim Schneider.

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¹⁰³ U.S. Army Corps of Engineers Headquarters has a 16 person civilian strategy office; this is personal knowledge while author was the Chief of Strategy and Plans. Army Material Command has and 8 person civilian strategy office, this is as reported by Ms. Colleen Carey former chief of Strategy at Army Material Command.

¹⁰⁴ When author was hired by the U.S. Army Corps of Engineers (USACE) this discussion took place about author's non engineering ability to contribute. The hiring panel chair stated USACE has plenty of engineers, USACE needs a strategist. Author holds that premises to be the valid perspective on the topic which is validated by the assessment provided by the Acting Chief of Engineers regarding authors' performance as a strategist for an engineering organization while having no engineering knowledge.

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